R E P O R T R E S U M E S

ED 015 724 JC 670 686

DELINEATION OF THE COMMUNITY COLLEGE'S PLACE IN OREGON EDUCATION.

OREGON STATE DEPT. OF EDUCATION, SALEM
REPORT NUMBER REP-5 PUB DATE 65
EDRS PRICE MF-$0.25 HC-$0.80 18P.

DESCRIPTORS- *JUNIOR COLLEGES, *STATE PROGRAMS, *STATE SCHOOL DISTRICT RELATIONSHIP, *COLLEGE ROLE, COLLEGE PLANNING, *EDUCATIONAL FINANCE, STATE AGENCIES, STATE STANDARDS, *MASTER PLANS, OREGON,

COMMUNITY COLLEGES IN OREGON, HAVING RESOURCES AND FLEXIBILITY TO MEET MANY DEMANDS FOR POST-HIGH SCHOOL EDUCATION, ARE INTENDED TO OFFER BROAD, COMPREHENSIVE PROGRAMS IN BOTH ACADEMIC AND VOCATIONAL FIELDS. THEY SHOULD BE (1) LOCAL, WITHIN COMMUTING RANGE FOR MOST OF THEIR STUDENTS, (2) OPEN TO ALL WHO CAN PROFIT FROM THEIR PROGRAMS, (3) PART OF A SYSTEM OF FREE PUBLIC EDUCATION THROUGH GRADE 14, AND (4) PROHIBITED BY LAW FROM BECOMING 4-YEAR COLLEGES. THE BASIS OF FINANCE BASED ON FULL-TIME EQUIVALENTS IS SOUND, BUT SHOULD REFLECT COST VARIATIONS AMONG PROGRAMS. FEDERAL FUNDS SHOULD SUPPLEMENT, NOT SUPPLANT, STATE SUPPORT. THE STATE BOARD OF EDUCATION SHOULD CONTINUE ITS PRESENT RESPONSIBILITIES CONCERNING NEW DISTRICTS, SITES, STANDARDS, FUNDS AND ARCHITECTURAL STANDARDS. CONTINUED PLANNING IS ESSENTIAL, WITH ENCOURAGEMENT OF COOPERATIVE EFFORT WHEN IT IS DESIRABLE. A QUESTIONNAIRE USED TO SAMPLE PUBLIC OPINION FOR THIS REPORT IS INCLUDED. (WO)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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UNIVERSITY OF CALIF.
LOS ANGELES

AUG 4 1967

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

Report No. 5

DELINEATION OF THE COMMUNITY COLLEGE'S PLACE IN OREGON EDUCATION

Education Improvement Advisory Commission

State of Oregon
Mark O. Hatfield, Governor

JC 670 686

DELINEATION OF THE COMMUNITY COLLEGE'S PLACE

IN OREGON EDUCATION

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A Statement with Suggested Guidelines for Oregon Schools,
Developed by the Governor's Education Improvement
Advisory Commission

Published by
The Division of Education Development
Oregon State Department of Education
Leon P. Minear, Superintendent
1965

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DELINEATION OF THE COMMUNITY COLLEGE'S PLACE IN OREGON EDUCATION

THE NEED

Demands on Education

Population growth and society's changing demand in Oregon and throughout the nation are bringing new responsibilities to Oregon's educational system. Important and revolutionary developments are taking place in industry, business, and agriculture and the various means by which men and women earn their livelihood. The success of individuals must depend upon their receiving an adequate education. Free public education needs to be extended beyond their adolescent years to all those individuals who can benefit from it. The community college provides a structure for this needed extension of educational opportunity.

Growing Labor Force

The number of students graduating from Oregon's high schools has increased steadily. Over 30,000 high school graduates each year of the next biennium will attempt to enroll in college or seek to enter occupational fields which already show some unemployment. The expansion of Oregon's labor force is expected to be especially large from 1960 to 1980 as persons born after World War II reach employable age. The labor force 18-24 years of age was 82,434 in 1960; in 1970 it will be 139,492. The employment work will offer limited opportunities to youth who have not had the advantage of training and education additional to their high school work.

A Special Program to Meet Specific Needs

The comprehensive community college has been developing as a partial solution to this growing problem. These institutions must carry substantial responsibility for provision of post-high school education for the youth and adults of Oregon's communities. Various types of post-high school education are needed and desired; the community college has the resources and the capacity for flexible organization to fulfill these needs and desires and to do so at a very low cost to the student.

THE NATURE OF THE COMMUNITY COLLEGE

Purposes

Community colleges are educational institutions intended to fill the institutional gap in education by offering broad, comprehensive programs in both academic and technical-vocational subjects. They are designed to provide terminal two-year programs for some, serve to determine future educational needs for other students and provide means for adults to continue their academic education, vocational training, or attain entirely new skills as old occupations cease to exist and new technologies supplant them.

Essentially Local Schools

Community colleges should be so located as to be within commuting time of a substantial majority of their students and should be established throughout the state as funds are available. As an economical method of providing education close to the student's home, the community college should remain a commuting institution.

The concept of local control of the instructional program carries with it the element of local responsibility for actively promoting the welfare of the college and providing some funds for its perpetuation and growth.

Unique Institutions

No attempt should be made to classify community colleges under old labels such as junior colleges, higher education, or "extension of the high school." They are unique institutions that have specific educational objectives and they must maintain a great deal of flexibility so they can shift their services according to the needs of individuals in their service areas.

Open to All Who Can Profit

The community college needs to maintain an "open door" admission policy. Admission should be open to high school graduates and non-high school graduates who can profit from the instruction offered. Through counseling, the applicant for admission should have his program developed in such a way that he will be providing learning experiences in accordance with his own interests and abilities.

The cost of education to the individual should be sufficiently low to permit students of low-income families to attend. At the present time,

Oregon's community college tuition costs are among the highest in the nation. Efforts need to be made to reduce tuition costs toward the early goal of providing free public education through the fourteenth grade.

Two-Year Institutions

The community college should not be a "starter" institution intended to evolve into a four-year baccalaureate institution. It should be concerned with programs terminating after two years of study or less. It should continue to be prohibited by law from becoming a four-year institution. However, some curricular offerings of a technical nature (the Registered Nurse Program, for example) may require more then two years for completion.

A Program for College-Age Students and Adults

Although program offerings and services of individual schools will vary, depending upon the interest and needs of the population groups served, a comprehensive community college would normally include all of the following programs:

1. Lower division collegiate
2. Vocational-technical and semi-professional programs for full-time and part-time students
3. General education for full-time and part-time students

These programs are appropriate for adults as well as the college-age population. A course of study, fine arts for example, might be vocational education for some and general education for others, depending upon the purposes of the individual student.

ORGANIZATION AND SUPPORT

State Board of Education's Responsibility

The State Board of Education is responsible for coordinating the community college program of the state and has general supervisory responsibilities for that program. The State Board of Education should prepare estimates and make the requests for legislative appropriations for a reasonable and uniform basis of support and establish standards for the distribution of that support.

State Support

State General Fund expenditures for community colleges should continue

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State Support

State General Fund expenditures for community colleges should continue

to be exclusive of those appropriated for other segments of public education. The system of state support distribution to community colleges based upon the number of full-time equivalent students they enroll appears to be a fair and operable system because it serves to encourage the establishment of new community colleges as well as to encourage the growth of those already established.

Due to the fact that community colleges are open-door institutions and there is no way of controlling their enrollment, the claims against the General Fund may exceed the amount appropriated for a given biennium. This would result in prorating the amount available for reimbursement to community colleges, thereby reducing the level of state support upon which the institutions' budgets were predicated. The legislature should consider this contingency and provide whatever means it can for coping with it.

Federal Funds

The formula for the distribution of funds for operating costs should reflect the heavier operating costs and capital outlay for certain vocational-technical courses. Federal funds received for vocational-technical training should be distributed separately from funds appropriated by the state and should be exempted from the computations of the distribution formula for operating costs. State funds allocated to community colleges should not be reduced as additional federal funds become available. However, in no case should the availability of federal funds be used to offset the rate of local participation as prescribed by law.

If federal moneys are used to supplement rather than supplant state support, community colleges will be able to provide some of the more useful, more expensive offerings that can make them recognized as important centers for occupational training for the developing technologies. The use of federal funds will serve to reduce the dependence by community colleges upon fluctuations in the health of the state and regional economy thus facilitating long-range planning. Learning experiences made possible by combining federal, state, and local resources can educate individuals so they may become a part of the mobile labor force. Attracting industrial interests to this state will be enhanced when vocational-technical education is expanded and industrialists recognize that a pool of trained technicians is being provided by Oregon's own educational system.

Shift in Tax Burden

The establishment and operation of community colleges by school districts and area education districts bring about some shift in the tax burden for post-high school education. For each student enrolled in a community college instead of in an institution of the State System of Higher Education there is a reduction in the demands upon the state General Fund to support the student's educational program and some increase in the demands upon the local taxing district.

Continued Sharing of Costs

The development of adequate post-high school educational facilities calls for a continuation of the policy of substantial state participation in community college building costs and the maintenance of an adequate level of state support for operation. Area education districts and school districts should continue to provide some funds for capital improvement as well as for operation of the community college. Costs assumed by the operating district on behalf of the college can be regarded as offset by the advantages of having the college located in the community.

ADMINISTRATION

Legal Provisions

The State Board of Education should continue to have the responsibility for general supervision and coordination of the community college program. The community college is an integral part of the state system of public schools, grades one through fourteen. The State Superintendent of Public Instruction is the Administrative Officer of the State Board of Education and is responsible for administration at the state level of the laws affecting community colleges as these involve the authority and responsibility of the State Board.

The State Board of Education has and should continue to have the responsibility for the following functions:

1. Deciding whether petitions for the initial establishment of community colleges and area education districts conform with the law
2. Recommending site locations and number of community colleges
3. Establishing community college standards
4. Distributing funds appropriated by the State Legislature for community college operation
5. Approving architectural plans for community college building construction

6. Approving proposed capital outlay projects for which legislative appropriations are made contingent upon local sharing of costs
7. Distributing funds from such appropriations for approved projects.

The School District Boards or Area Education District Boards operating community colleges should continue to be charged with certain policy-making functions. With reference to educational programing, local boards should in cooperation with the State Board of Education (1) identify educational needs of the population in the service area, and (2) bring together the resources necessary to meet the needs.

Coordination Necessary

If the community colleges are to best take their place in Oregon education in such a way that they can offer diverse types of programs to meet a broad range of individual and societal needs, three types of coordination must exist:

1. The community college programs must be coordinated and articulated with high school programs and with programs offered in the four-year degree institutions.
2. Community colleges must be coordinated among themselves in order that service areas of new institutions do not overlap unnecessarily or uneconomically.
3. The programs of the several community colleges should be coordinated so that, taken collectively, their offerings represent comprehensive fulfillment of the educational needs in the state.

Useful Interrelationships Among Agencies

The community college should make available its facilities to the high schools of its area, on a sound contractual basis, for appropriate secondary courses of an academic and/or vocational nature when it is determined that the high schools cannot or do not elect to offer them.

There should be provision for one community college to contract with other community colleges for courses in special fields.

When it is determined that a private institution can offer course work of comparable quality at less cost, the community college should have the authority to contract with the private institution for such course work. When useful adjuncts to a student's course of study (such as a programed learning course in electronics or mathematics) are available, the community college should subsidize a student's participation in such courses.

Local Initiative and Local Operation

The initiative for the establishment of new community colleges should come from the localities to be served. The institution should be in response to recognized educational needs of an area. A community college should be established only (1) where the people in the locality are willing to assume the responsibility for the institution, (2) where they are able to provide the resources needed for an adequate educational and service program, and (3) where there is demonstrated a clear understanding of the special nature and function of such an institution.

The School District Boards or Area Education District Boards operating community colleges should be permitted to fix tuition rates subject to approval of the State Board of Education and may prescribe higher tuition for students residing outside the district.

State Board of Education approval is required in connection with proposed construction only if the state is to participate in the cost. The same should be true with regard to course offerings. In addition to State Board approved courses for which the operating district requests reimbursement, a community college should be able to offer any course(s) it deems useful in meeting the educational needs of the population it serves if the operating district board feels it can provide the required resources.

LONG-RANGE PLANNING

Basic Principles

The community college should have a broad concept of program and function. It should emphasize primarily the educational needs of the population to be served, with the long-range plans envisioning an opportunity for meeting the educational needs of every person in the state at this level of instruction, according to his own interests and abilities.

The State Department of Education, through the State Board of Education, the Superintendent of Public Instruction, and supporting staff, should provide leadership for the orderly development of the community college program, including provisions for continuous study to determine ways and means of improving the program.

The Forecast: Enrollment

In 1964-65, Oregon has ten institutions operating under the community college law and the enrollment is expected to be about 4,627 full-time

equivalent students. Projections through 1972-73 show a rather regular increase of 2,000 to 3,000 full-time equivalent students per year, and in 1972-73 it is expected that about 23,421 FTE students will be enrolled in 15 community colleges. It is expected that two new community colleges will enroll students in 1965-66, with three more starting classes in 1966-67.

The Forecast: Operating Costs

The projected state share of community college operating costs, by biennial periods through 1973, estimated at $433 per full-time equivalent student in reimbursable programs, is as follows:

1965-67	$ 6,858,287
1967-69	11,533,821
1969-71	16,115,394
1971-73	19,546,053

The Forecast: Capital Outlay

Capital outlay in community colleges should continue to be financed from federal, state, and local sources, excluding receipts from student tuition and fees. Subject to the availability of state funds, operating districts should be reimbursed by the state at the rate of at least 65 percent of the actual construction costs, including initial equipment. Availability of federal funds under the Higher Education Facilities Act of 1963 and the Vocational Education Act of 1963 and other possible provisions for support at the federal level as yet unknown will, in effect, reduce the costs of basic projects to the state and to local districts.

The projected state share of community college capital construction projects for the period 1963-1973 is approximately $18,000,000.

Priorities for New Institutions

The primary responsibility for the establishment of new community colleges and new area education districts rests with the residents of areas that qualify under ORS 341.520. With the Oregon State Supreme Court ruling to the effect that "the decision to establish an area education district is under law determined by a vote of the people," there is no practical way in which priorities can be assigned to the establishment of new institutions. However, with careful state-level planning and coordination the matter of establishing priorities becomes a less significant problem. In February 1961, the State Department of Education developed "A Plan for the 60's" in which 13 areas of Oregon were identified as having the potential for supporting a community college or

education center. Six of these 13 areas have formed area education districts and offer lower division collegiate and vocational-technical courses. Three others have community colleges or vocational-technical schools operating under the jurisdiction of a school district. Of the remaining four areas, three are in the studying and/or voting state of development and only one is not actively involved in consideration of the problem. Local studies are currently under way in two areas not initially identified.

Continued Planning Essential

The usefulness and generally accurate predictive qualities of "A Plan for the 60's" indicate the value of long-range planning. Subject to guide lines now contained in the law, or hereinafter enacted, the State Board of Education should prepare and present to the 1967 session of the Legislature a long-range plan for the development of community colleges with consideration being given to the experience with these institutions up to that time. The plan should take into consideration the obligation of the state to develop a system of post-high school education offering adequate educational opportunities for all citizens of the state insofar as practicable. The plan should show an awareness of the locations of institutions of higher education, including private colleges, and the locations and course offerings of private vocational and technical schools. The Board should include in the plan recommendations as to the number and establishment of comprehensive community colleges, as well as institutions offering specialized vocational-technical curricula in localities where needed. Such long-range plans for additional community colleges must be adaptable to changes in the population and economy of the state. The plan should recognize that the actual start of a community college depends upon local initiative, under guidance, but not compulsion, from the Board. The plan should permit exceptions upon a proper showing of educational advantage therefor. Establishment of new community colleges should not proceed at a more rapid rate than that permitted by legislative appropriation. However, the legislature should not be placed in the position of specifying the institutions to be established.

Systematic surveys of known and projected vocational opportunities need to be provided for on a longitudinal, repetitive basis, in order that community colleges may be advised as to training and retraining programs needed. Data gathered should include information concerning semi-professional occupations, existing and anticipated jobs arising out of automation and training for technicians on the job.

Sound Growth and Development

The community college program should continue to expand at a relatively steady rate, both in terms of numbers of new institutions established and in terms of enrollments in each of the institutions. Each of the community colleges now operating or being planned has a healthy potential for increases in enrollment at a rate commensurate with their resource potential for operation. Imposing the burden of heavy enrollment increases upon these developing institutions, through statewide changes in entrance requirements in four-year degree institutions or through any other means, would work an undue hardship on staffing and providing facilities at the community college level.

Approximately 75 percent of Oregon's population in the 18-24 age group should have access to community colleges by 1975, with the ultimate goal being the availability, on a commuting basis, of this type of institution to all persons in the state who can benefit by its services.

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RECOMMENDATIONS

It is recommended that:

1. The problem of staffing community colleges in Oregon with instructors trained specifically for work at this level be presented to Oregon's teacher preparation institutions along with suggested programs that have been used throughout the country, and that these institutions be asked to make provisions for programs designed to produce a regular supply of persons so trained.

2. The special nature and function of the community college be recognized and that local and state support for these institutions be separate and distinct from support for any other segment of public education.

3. Community colleges normally include at least three types of educational programs to meet the diverse needs of their service areas: vocational-technical, general adult, and collegiate transfer.

4. Flexibility be the keystone of educational programing at the community college level. Instructional staffs and operating district boards should use every local and contractual resource at their disposal to meet the needs of the college-age and adult populations in their service areas.

5. Local, regional, and state surveys of the educational and service needs of each community college area be made on a systematic, longitudinal basis. Specific vocational-technical courses should be related to employment opportunities both known and projected, in the community, state and nation; programing for these courses should be worked out in cooperation with representatives of labor, business, industry, and agriculture.

6. Community colleges continue to be located within commuting time of a substantial majority of their students and that they be established throughout the state as funds are available, with the ultimate goal being the availability, on a commuting basis, of this type of institution to all persons who can benefit by its services.

7. An open-door admissions policy be maintained and that admission be permitted high school graduates and non-high school graduates who can profit from the instruction offered.

8. Efforts be made to reduce tuition costs toward the early goal of providing free public education through the fourteenth grade.

9. The legislature provide whatever means it can to meet the contingency of enrollments upon which state distribution formulas are based being higher than projected for a given biennium with the result that appropriations would be less than the amounts upon which community college budgets are predicated.

10. State funds allocated to community colleges for operating costs not be reduced as additional federal funds become available. In no case should the availability of federal funds be used to offset the rate of local participation as prescribed by law.

11. Community colleges be recognized as an integral part of the state's system of public schools, grades one through fourteen, and continue to be under the general supervision of the State Board of Education.

12. Community college programs continue to be coordinated among the various community colleges and with educational programs in high schools and four-year degree institutions, and that the State Department of Education continue to serve as the coordinating agency.

13. There be provision for one community college to contract with others for courses in special fields.

14. There be provision for community colleges to subsidize a student's participation in special courses in other institutions when such courses are deemed to be useful adjuncts to the students' course of study.

15. State Board of Education approval of proposed course offerings be required only if the state is to participate in the cost.

16. The State Board of Education prepare and present to the 1967 session of the Legislature a long-range plan for the future development of community colleges with consideration being given to the experience with these institutions up to that time.

17. Fee-remission awards and other scholarships and subsidies similar to those available to students in four-year institutions of higher learning be made available to students who attend community colleges.

OPINIONNAIRE

Report No. 5

Delineation of the Community College's Place in Oregon Education

Via this short list of questions we are attempting to "feel the pulse" of persons like yourself who are informed about educational matters within our state. Please circle the response which is closest to your opinion on each matter. Feel free to write comments in addition if you wish. Rest assured that all information given will be kept confidential. Names will not be required nor used. Your own personal opinions will not be revealed.

Please indicate the name of the group or organization with which you discussed this report._____

County in which you live_____. Male or Female (please underline).

Age bracket (please underline) under 20, 20-30, 30-40, 40-50, 50-60, over 60.

Income bracket (please underline) under $3,000; 3,000-5,000; 5,000-7,500; 7,500-10,000; 10,000-20,000; 20,000 and over.

Amount of schooling (circle) 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20 years.

Number of your children presently in elementary?_____Secondary?_____College?_____

Indicate your opinion by using the following key:

(1)	I strongly agree	(4)	I mildly disagree
(2)	I agree	(5)	I disagree
(3)	I mildly agree	(6)	I strongly disagree

(21) Continued effort should be made by the people of Oregon to make community college programs available in the state when and where they are needed.

1 2 3 4 5 6

(22) An open door admissions policy should be maintained, permitting the admission of any high school graduate or non-high school graduate who can profit from the instruction offered.

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(23) Community colleges should be recognized as an integral part of the state's system of public schools, grades 1 through 14, and continue to be under the general supervision of the State Board of Education.

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(24) The programs offered at these community colleges should be coordinated with those offered at the high schools and those of institutions of higher learning.

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(25) Scholarships and subsidies similar to those available to students in four-year institutions should be made available to students of community colleges.

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(26) The cost of education to the individual should be sufficiently low to permit the attendance of any student who can benefit by the program of the college.

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(27) Each community college should be a local institution, and should be located within commuting time of a substantial majority of its students. It should remain a commuting institution.

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(28) All community colleges need not be organized around the same special curriculum areas. Program flexibility must be maintained so that subjects can be offered according to the needs of the individuals in the service area.

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(29) The community college should not become a "starter" institution intended to evolve into a four-year baccalaureate degree granting college.

1 2 3 4 5 6

(30) Community colleges should not be permitted to maintain dormitories for students.

1 2 3 4 5 6

(31) The initiative for the establishment of new community colleges should come from the locality to be served, as a response to the demonstrated educational needs of the area.

1 2 3 4 5 6

(32) State funds allocated for community colleges should not be reduced as federal funds become available.

1 2 3 4 5 6

(33) Area education districts and school districts should continue to provide part of the funds for buildings as well as the operation of community colleges, thereby maintaining locally controlled programs which are adapted to local needs.

1 2 3 4 5 6

Comments: (Certain of these statements may have roused particular feelings about this topic. Should you wish to express yourself more fully here, we would be pleased to have your ideas.)

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